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An outmoded university system, geared along aristocratic lines, causes growing unrest among university rectors, faculty, industrial and business leaders, and students. The Italian university provides training in law, economics, commerce and philosophy within a rigid structure which permits entrance only to a select few, yet Italy's expanding economic and technological development requires about 100,000 people trained in scientific and technological fields. Concerned government and education officials are attempting to implement changes that will relate the university to modern society but several factors impede meaningful university reform. Major problems inhibiting change include an unstable political system, traditionalist professors who fear the loss or prestige and political influence attached to their positions, the lack of autonomy of the universities (their functions are determined by law), the concentration of higher education institutions in Northern Italy only, a shortage of professors, and a growing student protest movement. Italy's 1959 10-year development plan provided for funds that would facilitate educational reform. Since that time several revisions and extensions have been made by several governments, but the original bill has yet to be passed by parliament. The student movement is making some impact with protests strengthened by a growing political power, but many problems remain. The report offers recommendations for additional study and research. (WM)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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MICHAEL ANELLO

Boston College

Chestnut Hill, Massachusetts

November, 1968

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U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

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## SUMMARY

Concerted efforts to repair the inadequacies in Italian education began in 1958 under the direction of the Minister of Education, Giuseppi Medici. A bill was introduced to the Italian Parliament called Piano per lo sviluppo della scuola nel decennio del 1959-69 or Italy's Ten Year Plan. It provided for increased financial support for educational development and reform. The bill has had a number of modifications and extensions resulting in a revised bill which is presently in parliament awaiting final approval for the successive five year period 1965-70. For the university, the reforms encompass long awaited improvements: new buildings, an increase in teaching personnel, scientific research, relevant curriculums, and a general change from the medieval characteristics which still pervade the institutions of higher learning. But the bill has had difficulty in obtaining complete sanctions from parliament.

Mounting pressure in recent months has come from all quarters in Italy. Books and articles present the ailments of the university; there is growing unrest among university rectors, faculty, students, industrial and business leaders, and the general public, all demanding that the university examine its role in the modern world.

One of the major groups seeking change are students who have taken to political action in order to demand rapid changes in the system. They want change from the medieval characteristics which still pervade the university; from regimentation, from an irrelevant curriculum; from the universities alienation from contemporary society.

From the student debates has come a movement called Sindacalismo Studentesco which is an attempt to organize students into more meaningful political groups to exert political pressure on the legislature for more immediate action for change in the university structure. Labor groups have joined the students who are also seeking greater social reform.

Criticized for not adjusting to the needs of a modern economic and social system, the universities are a major subject of study and reappraisal among Italian educators. This study views the nature of the criticisms and the impact of the movement for change in the university. The general aims of this investigation are:

1. to study the nature of impediments facing the Italian university system and
2. to provide a basis for understanding the dynamics of change in a system which has made slow progress since the establishment of its early universities.

The data was collected during a one month period in Rome. The methods used were personal interviews with officials in education, business, and industry; analysis of documentary materials, and visitations to university centers in Italy.

The findings indicate that criticism of the university is mounting and activity for reform is reaching critical levels. The problems range from the reluctance of traditionalist and conservatives to change university structure, to the need for greater financial assistance for buildings, research and scientific facilities and teaching personnel; to the lack of a stable government to influence and implement university reforms. Some significant findings are:

1. The tendency for Italian universities to admit only the select few is slowly diminishing. There is more democratic admission policy at all universities. Formerly it was difficult to enter the university; the mortality rate was high and costly. For example, in 1962-63, the Italian universities enrolled almost 300,000 students at which only 21,000 received a diploma or a degree.

2. By 1969-70 university population is expected to increase about fifty percent. There are indications that Italian university students are becoming more serious about obtaining a university education.

3. Finances under the new reform bill are on the direction of expanding the smaller institutions into larger universities providing an opportunity for qualified students to study in various disciplines. A number of universities have already expanded their offerings.

4. There is a possibility that the traditional laurea which is the degree conferred on students who graduate from the university will be supplemented by three new and diverse terminal degrees. The first is called diploma universitario, which will be offered to students after two or three years of study; the laurea after four to six years of study, and dottorato in ricerche; this is a research conferred upon students who have completed two or three additional years after the laurea. The new reforms will also propose a different structure for this academic senate, which was formerly composed of full professors. The new reforms propose that the academic senate will be composed of all professors, including students. There is also some discussion to form a national university council working as an organ of the universities and as an advisory council to the government on matters per taining to higher education. In general, there is a movement for wider participation of university faculties in the governments of the university and the making of the university policy.

5. There is new emphasis on scholarly research and investigation. As to the goals of higher education in Italy, there is a general consensus that the Italian universities are planning to change their direction toward a more democratic approach. Rising enrollments, the need for more university graduates, the need for more universities, the need for more teachers at all levels, the demand for scientific research, the need for more schclarships, classrooms and faculties make the new reforms extremely necessary. There is some evidence that innovation and a search for a definitive purpose in a changing society must take place if Italy is to maintain economic and social growth, as many of her neighbors in Western Europe are doing.

The problems that embrace the university and the impediments to change seem to revolve around six major characteristics:

1. The Force of Tradition
2. Politics
3. Autonomy
4. Demography
5. Shortage of Faculties and Facilities
6. Student Apathy and Discontent

# CHAPTER I

## INTRODUCTION

Many universities of the world are facing a crisis of awesome and dangerous proportions. Scholars studying developments in other countries report a growing interest in reorganization, reform, and change in institutions of higher learning. Such reports appear in the press with consistent regularity.[1] Among the countries which have taken steps in this regard is the Republic of Italy. At this writing the Italian Parliament is attempting to pass Italy's School Development Plan, a plan which ostensibly should bring about major adjustments in Italy's university system.

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[1]See for example a few: James Mountford, British Universities (New York: Oxford University Press, 1966); W.D. Halls, Society, Schools and Progress in France (London: Pergamon Press, 1965), p. 138; Walter Hahn, "Patterns and Trends in West German Universities," The Journal of Higher Education, Vol. 36, No. 5, May, 1965. A special issue of the Comparative Education Review entitled "Ten Years of European Educational Reform 1956-66" presents several articles dealing with change in the traditional educational systems of Western Europe including university structures, Vol. XI, No. 3, October, 1967. Other countries which have planned to reform their systems of higher education are: Albania, Australia, Belgium, Brazil, Cameroon, Canada, Greece, Mali, Morocco, Pakistan, Rwanda and Yugoslavia. See the 1963 International Yearbook on Education.

## Recent Developments Toward University Reform

In recent years, universities in Italy have come under serious criticism. These critics are seeking change away from a medieval, aristocratic university system. Although universities have maintained long lasting imminence in Italy, many have grown old and have been unable to cope with the pressures of a changing society. The growing unrest among university rectors, faculty, students, industrial and business leaders, and the general public, necessitate an examination of the role of the university in a modern society.

What are the impediments facing the Italian university? Can these institutions make change for a society in need of more trained university personnel? Can one understand the dynamics of change in a society which has been slow in establishing more educational facilities for a growing population and an advancing technology? What is done or not done in Italy in the next few years could affect the quality of life in that country for many years. Recently the Ministry of Public Instruction has submitted to the house and senate for approval an extension of the school development bill for the successive five year period of June 1965 to 1970. This is a bill which had its inception in 1958 when the Minister of Education, Giuseppi Medici, introduced to the

Italian Parliament a bill called Piano per lo sviluppo della scuola nel decennio del 1959-69.[2] The bill most often referred to as Italy's ten-year plan was approved under the Fanfani government in 1961. It provided for increased financial support for educational development and reform of Italy's higher education system. Among the criticisms is the fact that the Italian Parliament has been slow in passing the extension of Italy's school development bill. The new bill to modernize Italy's university system has been delayed as political parties and power groups change.[3]

There are signs of pressure from many quarters in Italy for meaningful university reforms and a move away from a purely liberal and humanitarian studies and toward the training required of university graduates in a modern scientific and industrial society. Militant students and young faculty want change--a change away from the medieval characteristics which still prevade the system. They want a change from regimentation, from an

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[2]For an English outline of the provisions of the Ten Year Plan see "Lamberto Borghi and Anthony Scarangello, "Italy's Ten Year Education Plan," Comparative Education Review, 4:26, June, 1960. Full details of the recent bill updated and revised can be found in the document entitled "Linee directive del piano di sviluppo pluriennale della scuola per il periodo successivo al 30 Giugno, 1965," No. 1073, September, 1964, Ministero della Pubblica Istruzione, Rome.

[3]At this writing the government of the present premier of Italy, Giovanni Leone appeared to be on the way out and a new coalition formed hopefully to enact the urgent educational and social reforms. Boston Globe, Nov. 21, 1968.

irrelevant curriculum, from the university's alienation from contemporary society. A growing student movement is attempting to develop political power to make their feelings for change known and for more participation in policy making.

The problem of implementing such change in the Italian university is not an easy one. The university system, geared along the aristocratic lines, still maintains a medieval concept of a singular community of scholars. Although some university professors[4] still hold firm to the idea that the university's function is to turn out well rounded scholars and not youngsters to be fitted into a complex industrial society, there is great momentum for change and innovation. Some additional developments make the matter pertinent.

For example, in 1962-63 enrollment in Italian universities was 280,000 students, of which only 21,000 received degrees.[5] Now more students are attempting to enter the university than ever before. In 1965-66 enrollment of full time matriculated students reached 297,000. From this group only 29,000 received

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[4]The Italian Scene, May 1962.

[5]Annuario, Ministero della Pubblica Istruzione, Roma, 1964, p. XCVIII. It should be noted that one-fifth are designated fuori corsi--students who continue to enroll for degrees after the four or six year period. These figures are not included. The above data shows matriculated enrollments only. Full time enrollments of all students approaches 404,000. See Compendio Statistico Italiano, Istituto Centrale di Statistica, Roma, 1967, p. 85 and "La popolazione universitaria," Vita Italiana, No. 1, 1968, pp. 25-26.

the degree.[6] According to a survey conducted by the Social Investment Research Centre (CENIS) in Rome, the population at the university will continue to expand. The impact of general educational reforms in Italy are beginning to influence university attendance. Changes in elementary and secondary schools have eliminated unnecessary privileges enabling more and more students to frequent secondary schools with increasing attendance at the university level.[7] Projected reports for 1969 and 1970 forecast an increase of 60 percent of the student population as of 1962-63. Moreover, there have been reports that Italian university students are becoming more serious about university study. This in light of the demand for one hundred thousand young men and women with education above the secondary level. Italy's increased economic and technical development demand more trained university personnel. At the present time the universities in Italy are not producing the needed number of scientifically and technologically trained personnel. The majority of students still graduate from the faculties of Law, Economy and Commerce, and Philosophy.[8] This is due to the prestige of the

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[6]The Educational Movement in 1966-67, The 30th International Conference of Public Instruction, Geneva, Switzerland, 1967, p. 57.

[7]Education in Italy, Italian Documents, 126, March 20, 1967.

[8]See op. cit., Compendio Statistico Italiano

university. A law degree further enhances one's chances for employment.[9]

Other factors necessitate the need for change. Although Italy has more universities than any other country in Europe, some forty institutions at university level, they are badly distributed over the Italian penninsula. The majority of the universities seem to be located in the northern part of Italy. This has its geographical and political reasons but it still does not rectify contemporary university problems. In addition, Italy has maintained a number of small universities, for example Macerata, Sassari, Cemerino and Siena universities each of which contain a full-time matriculating student body of fewer than 900 students. Growing student bodies and small universities produce problems of space and facilities. Even large major universities have experienced minor scuffles with police as a result. Students, instructors and research assistants have been demonstrating by strikes and political action to make known their feelings for greater educational facilities.[10] Criticisms at other levels are

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[9]The classical high schools (Liceo Classico) are beginning to show a decrease in enrollments in the last few years. The scientific high schools indicate a growing popularity as the need for scientific and technologists increases. See Nine Million Attending Italian Schools, Italian Documents, September 20, 1965.

[10]Michael Anello, "Student Political Behaviour in Italy," School and Society, Vol. 96, November 9, 1968, p. 408.

not uncommon. Students have had no voice in university policy; they have been unable to communicate with professors. Criticism that there is little give and take is common and the way to a degree is to memorize the major professor's view of the truth and play it back at examination time.[11] The demand for more university professors, for more scholarships, classrooms, facilities, the need for more universities, especially in the southern part of Italy, and the need to make the university relevant to contemporary Italian society, are some of the factors which make this study significant.[12]

Criticized for not adjusting to the needs of a modern economic and social system, the universities have been a major subject of study and reappraisal among Italian educators. This study views the nature of the criticisms and the impact of the movement for university reforms.

Purpose

The general aims of this investigation are then:

1. to study the nature of the impediments facing the Italian university system and,
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[11] New York Times, March 3, 1968.

[12] Michael Anello, "Trends in Italian Higher Education," School and Society, Summer, 1966, p. 272.

## CHAPTER II

## RELATED LITERATURE

The literature dealing with the Italian university system in Italy and to that extent with the Italian educational system in general is sparse. Unfortunately scholars have neglected to maintain educational reporting of Italy's educational system. There have been in recent months, however, a number of books and articles in Italy dealing with the problems of the university, the nature of a new society, and the extent to which the institutions of higher education in Italy must adapt. The following writings suggest discontent with the present system and the need for innovation.

Perhaps the most significant publication, in three volumes, is the revised school development plan called the Il Piano di sviluppo della scuola per il quinquennio del 1966-1970(Roma: Palombi, 1967). The plan outlines the role of the school in modern society stressing a function of the university as it attempts to adapt to technological and industrial growth and development in Italy. It places the university in a very strategic place in Italian society. Another publication by Giovanni Bertin, entitled Scuola e Società in Italia (Bari: Editori Laterza, 1964), deals with the transformation of Italian

society from an agricultural to a technological and urban society. Bertin calls for restructuring of educational policy and the expansion of educational opportunity for all. A vociferous account of the ills of the Italian university is expressed in a book by Gustavo Colonnetti entitled Si puo salvare l'università Italiana (Milano: Edizioni di Communità, 1961). Colonnetti compares the old Italian university to the institution that it is today and the institution that it must be in the next few years. He discusses the autonomy of the university in its relationship to producing more trained scholars and research scholars who can take part in Italy's developing economy and the European common market of which Italy is a participant. He claims that the university must have a role in its development.

A book by Giuseppe Barilla entitled Un future per l'università Italiana (Bari: Editori Laterza, 1961), discusses in detail the need for qualified industrial and technological personnel for 1975 and the role that the university must play in the development of these qualified people. He states that the present structure and organization of the university is not capable or adequate in accommodating the needs of a modern society. The rapid economic and social development in Italy necessitates the need for a modern university. He offers ways of stimulating

the role of the university in the community so that there is a greater relationship between the needs of the community and the needs of the Italian society. Another book entitled Rapporto sull università Italiana (Milano: Edizioni di Communità, 1962) by Arturo Colombo, depicts critically the deficiency of the Italian university by statistically comparing it with other nations. The imbalance that exists in relation to the number of faculty, faculty salary, the nature of autonomy in the university, the need for more graduates especially in engineering and mathematics, and the need for more facilities because of higher student enrollment makes his work significant. His most urgent cry is to restructure the university so as to play a more significant role in Western Europe. Alberto Sensini in his book La riforma universita (Florence: Sansoni, 1966) is critical of the proposed reforms indicating that they lack structure and content and that they ignore scientific and technological development in Italy.

A number of scholarly periodicals also express a need for university change. These periodicals support the sentiments of this study. The writings substantiate the contention that change is the key to the survival of the university and that the university must enlarge its sphere of activity if it is to be vital and useful to contemporary Italian society. The following propose that the universities must expand their research activities,

teaching and service functions for Italy as well as the entire European community.

Ernesto Mazzetti, "La questione universitaria," Vincenzo Di Gregorio, L'università Italiana e la communità europea," Francesco Vito, L'università e la programmazione scolastica," Giovanni Calo, "L'università in rapporto alle nuovo strutture ed esigenze della società contemporanea, Il contributo del Italia per L'università europea," (Scuola e Culture nel Mondo) Francesco Vito, "L'università Italiana, oggi," G.M. Bertin, "La scuola e la società."

Newspaper accounts show the heated discussions that have evolved as a result of university problems in Italy. These accounts demonstrate the inquietude revolving around university developments. La Stampa, December 30, 1964, presented an article entitled "La nostra università e malata." Messaggero, June 19, 1964, "L'università Italiana non funzione come dovrebbe." Newspaper accounts of student discontent have been abundant. For example Il Corriere della Sera, October 12, 1966, portrays the Italian student as more concerned with social problems in an article entitled "Il ruolo dello studente nella societa moderna." Another article in the same title speaks of the new student movement for reform, "Nuovo corso del movimento studentesco," December 28, 1966.

# CHAPTER III

# METHOD

## Interviews

Approximately one month was spent in Rome, Italy, collecting data for this project in higher education. Immediate contact was made with Professor Vittorio La Morgia of the Ministry of Public Instruction. Professor La Morgia placed me in contact with officials in the division of higher education of the Ministry and made preliminary plans for my visit with other members of the higher education division who placed me in contact with universities throughout Italy. A list of universities and personnel is listed. See Appendix A and B.

## Analysis of Documentary Data

The first step involved reviewing literature and documentary data statistics which dealt with the problems of the university and the kinds of changes that the Ministry of Public Instruction was planning for the higher education system in Italy. A number of publications depict the problems of the university indicating that some change had to take place if Italy was to keep up with economic, social and political developments.

Over one hundred pieces of material were brought back to the United States. Materials comprised of books, documentary materials from the Ministry of Public Instruction, statistical data, first-hand reports, historical documents of some of Italy's major universities.

Meetings were held with personnel involved with educational development in Italy's higher education system.

Visitations to Selected University Centers

After collecting preliminary materials and data, visits to some specific universities were made to determine the sentiment of rectors, faculty members and students at several major university centers in Italy. The following university centers were visited: University of Padua, University of Bologna, University of Purgia, University of Venice, University of Rome and the University of Milano. On previous trips to Italy, the University of Naples, and two universities in the southern part of Italy were visited; University of Sicily and University of Palarmo.

# CHAPTER IV

## FINDINGS AND ANALYSIS

The purpose of this study was to investigate the nature of the impediments which face the Italian university system as it attempts to make change and adapt to a modern technological society. As indicated in the literature and by other methods of interviewing and collecting data, the Italian government and the ministry of public instruction is deeply interested in improving Italy's higher education system. As it enters the twenty-first century Italian government and education officials realize that the university must widen the base of educational opportunity in addition to a significant curricula for an advancing technological and industrial society.

### General Description of Developments

Although some progress has been made in recent years, the data shows some salient characteristics emerging from this study. The ten-year development plan which was begun in 1959 is still in progress. Although it has been revised and modified since 1959, at this writing the house and senate are attempting to extend the bill until 1970. At the present time the bill in its original context has not been passed.

Italy's political system, which is known to change frequently, impedes the complete passage of a bill. The new bill calls for an increase in teaching personnel, buildings, scientific research and scholarships. In general, it seeks to improve the relationship between the university and the society. More significantly, it indicates that the Italian government and educational leaders at the ministry of public instruction realize that the institutional goals in general for Italian higher education have not been clear. There is greater realization that if the present system continues what could evolve in Italy would be a preservation of the elite class and ultimately a static culture. A general feeling among Italian educators is that the base of education at the university level must be broadened. Officials are stating that the university must be instrumental in bringing about a coltura superiore. By enlarging the sphere of activity and by providing a greater opportunity for students, the university can serve professionally and scientifically the national community.

If one reviews the history of Italian universities from medieval times he will note that the universities had their inception as independent study centers called studii generale. These centers concentrated in one area of study, e.g., theology, law, medicine, and organized into faculties. At the present

time the universities in Italy are still organized into faculties and have not changed their structure and form since the medieval universities. Moreover, much criticism has been levied at the university for continuing to educate only the few. The university has been unequivocally geared along aristocratic lines, and has continued to maintain the medieval concept of a single community of scholars with internal government in a uniform curriculum. As a result there has been growing unrest not only among students who in recent months have been attempting to develop political power that would have affect on the reforms but criticism has also come from other quarters. The rectors of the universities (la conferenza permanenti dei rettori) have been uneasy about the nature of the reforms in the ten-year plan. There has been growing unrest among faculty, industrial and business leaders who complain that not enough qualified people are coming from the universities. All of these critics are demanding that the university critically examine its role in the modern world.

There has been some resistance to the universities seeking this new role. Scholars have felt that the university traditionally should select only the best students to participate in the society's activities. There are still some within the university organization who feel that the university's function is

to turn out well-rounded scholars and not youngsters to be fitted into the grooves of a complex industrial society. It has been difficult to break traditional lines in the country where tradition and authority have strong roots. For Italians tradition implies a spontaneous assimilation of the past. Traditionalists never consider the past as outmoded. The great works in art and music, and the cultural history of Italy have been factors which link one generation to another. As a result there is a reluctance among traditionalists not to change the past--not to look to the future, to inhibit progress, to talk down industrial and technological change. Subsequently the university has tended to remain medieval in structure, in characteristics, in research and in experimentation.

This has produced other problems. In recent months the student activists have criticized the medieval structure of the university. They have objected to the lack of physical facilities, the lack of buildings, and more universities in Italy generally. The lack of communication between student and professor has been an acute problem. This year the right-wing extremist has tried to seize control of the student protest movement and give it their own ideological content, but according to competent analyists they have not succeeded. The student movement, however, has succeeded in making some impact. In March of 1968 there were

several movements at the University of Palermo and the University of Venice where students occupied school buildings for a month and a half in order to impress on governmental officials the need for change.

Students have also complained about the difficulty in entering the university and the general admission policy. Although there has been some relaxation of rules for university entrance, it is still difficult for many to complete the four to six year term at the university. For many,studies prove emotionally frustrating and financially impractical.

Many students have complained that the curriculum is heavy, irrelevant and outmoded; what is learned at the university has little application in Italy's modern society. Jobs are available but people to fill these jobs are not available. Candidates for the Laurea have never exceeded slightly over seven percent. The mortality rate is high because students become depressed to long and arduous task of seeking the university degree. Ironically more students are seeking entrance to the university than ever before. Unofficial reports indicate that by 1969 and 1970 an unprecedented number of students will seek admission to the university. There have been reports from sociologists that students are more serious about university studies and are eager to complete some form of

university education. The notion that the university is a place where the leisure can enjoy the leisurely scholarly life is slowly diminishing. Students are getting less frolicsome and more serious because of the importance of appropriate educational training for the many jobs available.

Another problem which the ten-year plan seeks to remedy is the problem of demography. Despite the fact that the Ministry and Public Instruction in Rome has under its jurisdiction some forty universities and institutions of higher learning--more than any other country in Europe--these institutions are distributed unevenly over the Italian peninsula. Because of social economic and political factors, the majority of universities are located in northern Italy. The major universities of Florence, Bologna, Rome and Naples are large multi-purpose universities with large enrollments, respectable faculties and good support for the Ministry of Public Instruction. There still exists, however, universities with limited curriculum offerings. For example the universities Cemerino, Sassari, Macerata and Siena, are universities which have a student body of less than 900 students. The University of Siena, for example, enrolls 855 full-time students and maintains faculties in law, medicine and pharmacy only. The University of Sassari matriculates 889 students with faculties of law, medicine and pharmacy only. The University of Macerata registers only 405 students with one faculty,--law. Students interested

in studying in other faculties have no choice of attending another university in the area. As mentioned previously, there is significant historical justification for the existence of a single purpose university. However, the emphasis should be to enlarge the small universities and to provide additional universities where none are located. For example, there is no university in the South Tirol region in Italy. A teacher's college in this area could prepare teachers for the entire region. There is no school of medicine in Trieste. There is no school of business in Modena. Students who are interested in seeking business training must attend the University of Bologna. As a result the University of Bologna is overcrowded. The Marche region lacks a school of medicine and a school of architecture. There is no institution of higher learning which trains teachers in Umbria. Nowhere in Sicily can a student study political science. More critically until last year there were no universities in Abruzzi, Puglia, Calabria[13] and Lucania. The ten-year education plan hopefully will bring into existence additional universities, but the cost will be great and the political power plays will be even greater.

Politics plays a significant role in educational affairs in Italy because the Ministry of Public Instruction is an arm of the national government. All educational affairs must be approved

[13]Recently a university branch was established at Calabria and three faculties established.

by the House and Senate of the Italian Parliament; significant improvements can be made in the educational system only after periods of delay, frustration and agony. The reason for this is evident for those who understand Italy's political structure. Italy has a multi-party system, composed of nine active political parties. The three major parties which often gain over eighty percent of the national vote are the Christian Democratic Party, the Italian Communist Party, and the Italian Socialist Party. Political progress is complex since no party has a substantial majority and each party views governmental policy from a different perspective. If one examines election results in Italy he can understand the inability of the Italian Parliament to form a majority vote on specific issues. Moreover, one can understand why governments in Italy come and go with confusing regularity and why political parties in Italy are fragmented. The political system has been referred to as one of unstabilized stability. Consequently the passage of such bills as the ten-year school plan makes limited progress. Italian party politics is complex but it can be explained in view of the rapidly changing society. As a result of swift technological and industrial development and improved signs of prosperity there is rapid urbanization. As in other countries industrial develop-

ment normally brings rapid urbanization. Consequently there has been much migration of workers to the north to seek employment and better living conditions. Because of this, cultural and class divisions, which have characterized the north and south, do not tend to support a stable political system. Scholars who have studied this problem know that the social diversity as exemplified in Italy produces inadequate political communication, fragmentation and isolation. Consequently many Italians are isolated from the news, unconcerned with developments in their society, and without opinions on contemporary issues. This political isolation is not a problem of the entire society, to be sure, yet the contention does have some support from a variety of studies. In general this information points up that political parties in Italy often have much difficulty in the passage of laws which affect the whole society. As a result the educational development for higher education has had some difficulty in Parliament.

To be sure, some advances are being made within the educational structure of the Ministry of Public Instruction. Although the reforms which are presently in progress have been delayed for a variety of reasons, there has been much improvement

in the general structure of the educational system, especially in elementary and secondary schools resulting in some modifications in university admissions. Italian officials are making every attempt to change and accommodate the university to a modern technological and advanced society. But there are still major impediments which inhibit more rapid progress. To understand the dynamics of change in the Italian society and to understand why change is difficult in a society which is tradition bound, perhaps can be explained by discussing six areas of greatest concern.

## Six Areas of Major Concern

### 1. Force of Tradition

For Italians tradition dies hard. The historical and cultural values of the past are not easily dispensed with. For the old time Italian professor whose life and existence have been integrated with the concepts of the medieval university, outmoding the past is extremely more difficult. For him tradition is rich memory and memory enriches scholarship and experience. The traditional minded professor finds himself bound to a slavish imitation of the past. The perpetuation of this attitude lingers long because of the reputation of the Italian professor.

Italian professors are professors by virtue of law. Their title has a legal status meaning their tenure is legal. This status brings with it rank, dignity, and prestige and much influence among the members of the senate and chamber of deputies who influence educational matters. In general, full professors are traditionalists. Reform for them also comes hard. The old university structure is suitable because it has provided for them a substantial living and adequate prestige. Many full professors, professore di ruolo, are associated with political parties in one way or another. Many teach at several universities so that their time is limited. Much of the criticism from students, and some of the criticisms mentioned in the literature and in previous sections, state clearly the discontent that many have with the pre-occupied, traditional professor. There is a reluctance, an unwillingness, among traditional minded professors not to change the past, to psychologically hold back the possibility for change. Although tradition has its meritorious qualities in Italy it is a factor that inhibits change.

2. Politics

The changing political scene in Italy impedes the implementation of the ten-year plan. At this writing it appears that the government of Giovanni Leone will collapse because of student political activity and labor problems which has involved the major labor groups in a number of key cities in Italy. Political sources state that the present government will soon resign plunging the country into a new political chaos. Under repeatedly changing political governments, the reforms under consideration will be again delayed. Moreover, Italy's nine political parties each having a legitimate say in the educational politics of the country,impede any rapid progress that could be made on educational matters and make decision making cumbersome.

3. Autonomy of the Universities

It is conceivable that a university should enjoy complete independence if it is to perform its function as an institution of higher learning where research and effective teaching takes place. If this is to occur it is important that the university be autonomous--that it be free to carry out its activities without accounting to federal or political bodies. One of the problems in Italy is the

fact that the Italian university, insofar as policy, curriculum matters, and criteria for admission and selection of students are concerned, is determined by law. It is fixed once-and-for-all and applies to all universities whether they are large complex universities or small one-faculty universities; whether they are located in an industrial complex or in a developing area; whether they are poorly equipped or are well-equipped. Some feel that the rigidity and uniformity of present day university policy may lead to the immobility, to a point where teaching and research becomes more and more difficult. Others feel that the rapidly changing social convictions and the parallel extension of democracy of education at various levels demand a revision of admission and selection methods which cannot always wait until new laws are approved and without endangering academic standards.

In the matter of admission criteria the offering of degrees and other matters, reform is needed in making a university more autonomous. The Italian university system is deeply imbedded in the political and administrative

organization of the country and many feel that this impedes the autonomous nature that the university ought to have and as a result many of the major universities have not been able to change rapidly enough to conform to changes in the society and in the technological and scientific changesin Italy.

4. Demography

Although Italy has more universities than any other country in Europe, their distribution throughout the continent is a factor which does not allow students in certain sections of the country to secure the type of education they are seeking. There are several localities which have no university or faculty in the vicinity. Moreover, there are a number of small universities which offer one faculty, either in law, medicine, or pharmacy. The new reforms make every attempt to develop new faculties and to increase facilities at some of the other major universities. This is being done as rapidly as possible. Some changes have already taken place: Lecce and Camerino which were formerly free universities have now become state universities and are completely state supported.

In Calabria, three faculties have been added in science, letters, and architecture. As of November 1967 additional faculties were added at the University of Calabria: social and economic science, mathematical science, natural physics, and a faculty of letters and philosophy. Informal report of the Ministry of Public Instruction states that only four small regions are now without any single university faculty. These regions are Lavalle, D'Aosta, La Basilicata, and Il Molise. It is important that university faculties be established throughout Italy where none are located or some are not available for students who are interested in studying specific subjects. For example, until recently political science could not be studied anywhere in Sicily. It is important that these faculties be increased as rapidly as possible.

5. Faculties and Facilities

There is a tremendous shortage of faculties for university teaching and research. Much student discontent is related to the fact that major professors assigned to teach courses are not present leaving instruction to graduate assistants and instructors. Under present con-

sideration the new reform bill is attempting to bring about the creation of some 200 new teaching positions entitled "Associate Professors", hopefully bringing the number to 1,000 by the year 1969. It is encouraging to know that the entire university professor situation is being carefully studied with the hope of bringing about more trained university personnel for the growing number of institutions which is likely to come in the future. But at this writing faculties are in short supply.

6. Student Apathy and Discontent

Students have become more militant in Italy. Dismayed with the medieval concepts of the university, the examination system, the inability to communicate with professors, and a number of other factors, have brought about much student discontent. The Italian university student has always been involved in political affairs. In the last year, however, the fact has clearly emerged that students have become more conscious of their own political power. Recent student disturbances

at the University of Rome where 60,000 students are enrolled, resulted in the resignation of the rector. The growth of enrollment in Italy's universities will provide a good base of strength in numbers for student groups. If one considers the potential student political power at the Universities of Rome, Milan, and Naples, for example, there the combined student population is over 100,000 students. These students are beginning to make their feelings known; they have had several confrontations with ministry officials and other leaders in the political arena. Students tend to support the radical groups--left and right. Although there has been a large degree of support for the Christian Democrats--this party has not been successful in pushing university reforms. Hence the voting among Italian youth now seems to favor the communists and socialists on the left, the Monarchists and the Italian social movement on the right. Out of the student discontent and out of student debates have come a movement called Sindacalismo Studentesco. The movement is an attempt to organize the students within the various affiliates of UNURI, a student group at the major universities. These groups can exert political pressure on the legislature. In brief, students want change from the medieval characteristics which

still prevade the system, from regimentation, from irrelevant curriculum, from alienation from the contemporary society. The student movement is growing in Italy and it is one of the factors that perhaps can change the Italian university structure, but at the present time it is serving as an impediment toward constructive reform.

# CHAPTER V

To render a complete and conclusive account of developments in Italian higher education is not possible at this time. Activities in Italy at this writing are sufficiently fluid that policies regarding university affairs can and undoubtedly will change. Notwithstanding contemporary developments, however, this study has provided certain insights into the problems of the Italian university and the prospects for change. A few summary observations can be made and are offered here in the form of conclusions.

## CONCLUSIONS

1. The structure of the Italian university system has been a rigid one created with aristocratic emphasis and permitting entrance to only the select few. Until recently attendance has been limited to those with special preparation from the liceo, Italy's elite secondary school.

2. The pressure for reform of the university system is escalating. Students, faculty, and many outside the academic community are criticizing the university.

3. Italy's expanding economy and technical and scientific development require better trained personnel with some university experience.

4. The Ten Year School Development Plan (Piano per lo sviluppo della scuola ne decennio del 1959-69) has been slow in passing because of repeated changes in political power within the legislature. Sporadic governments tend to delay the passage of bills relating to higher education.

5. Impediments to change in the Italian university are evident because of six factors emerging from this study:

    A. Force of Tradition
    B. Politics
    C. Autonomy
    D. Demography
    E. Shortage of Faculties and Facilities
    F. Student Apathy and Discontent

6. Tradition dies hard in Italy especially for the old guard university professor whose concept of the medieval university is not easily dispensed with. Tradition is strongly ingrained; administrative changes are not easily made.

7. Italian political culture is one of alienation, social isolation, and distrust. The Italian electorate has a general distrust for authority. Many feel that no matter who they vote for, the government remains the same. University reform is difficult under such conditions.

8. University rectors and faculty want more autonomy for the administration of the university. The entire structure of the system is fundamentally incompatible with the autonomy generally accorded to each university. Curriculum matters, criteria for admission and the selection of students are made by law and not the particular university concerned.

9. Demography is a major problem. There is an uneven distribution of universities. In some localities no universities exist; in other university centers it is difficult to study in certain specific disciplines. For example there is no university in Puglia and Lucania. There is no school of medicine in Trieste. No faculty of political science in Sicily.

10. There is a need for expansion in small universities where only one or two courses of study are offered.

11. The major universities are overcrowded and understaffed. There could be a crisis in enrollment if one previews projected enrollments for 1975.

12. There is a serious shortage of professors, assistants, and of classroom space and facilities for research and experimentation.

13. There is a growing and stronger student movement with students becoming more conscious of their political power. The movement is called Sindacalismo Studentesco and is composed of various affiliates of the national

student organization, Unione Nazionale Universitaria Rappresentativa Italiana (U.N.U.R.I.). It will attempt to exert political pressure on the legislature for more rapid change.

14. The Italian unversity graduates few students in contrast to the number that attend Italy's forty institutions of higher learning. Wastage is a major concern. Securing a degree (Laurea) is a tedious task taking 4, 6 or more years.

15. There seems to be a greater interest among Italian students to receive some form of university education. Previously the motivation was lacking because of the difficulty gaining admission. Moreover, students seem less frolicsome and more serious about education because of the obvious relationship between education and job opportunities.

16. Students object to the medieval characteristics which still pervade the system. They resent the regimentation, the irrelevant curriculum, the universities alienation from contemporary society.

17. There is no counseling or guidance program for university students. The selection of courses can be haphazard.

18. Professor and student contacts are minimal. In many instances students never have an opportunity to meet professors.

# CHAPTER VI

Present political, social, and educational activities in Italy offer an abundance of opportunities for additional study and research.

## RECOMMENDATIONS

1. A study of further educational developments in higher education under new political regime presently being established.

2. An analysis of the significant relationship between the role of the university and social and economic development.

3. Within the context of the Ministry of Public Instruction, an investigation of authority and responsibility, academic freedom, policy making, and administration, and autonomy.

4. An investigation of issues and problems related to curricula: the establishment of new faculties, new universities, and the reform of existing institutions.

5. A study of the factors and conditions which determine how high schools can prepare for university education and to what extent they can likely succeed.

6. A study of administration-faculty-student relationships.

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APPENDIX A

UNIVERSITIES AND INSTITUTES OF HIGHER LEARNING IN ITALY

1966-67

## State Universities and Faculties

### Università di Bari

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Agriculture.

### Università di Bologna

Law; Political Science; Economics and Commerce; Education; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Industrial Chemistry; Agriculture; Veterinary Medicine.

### Università di Cagliari

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering.

### Università di Camerino

Law; Mathematical Science; Physics and Natural Science; Pharmacy.

### Università di Catania

Law; Economics and Commerce; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Agriculture.

Università di Ferrara

Law; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy.

Università di Firenze

Law; Political Science, Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Architecture; Agriculture; Special School for Library and Archive Paleography.

Università di Genova

Law; Economics and Commerce; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Architecture.

Università di Lecce

Letters and Philosophy; Education.

Università di Macerata

Law; Letters and Philosophy.

Università di Messina

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Veterinary Medicine.

Università di Milano

Law; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Agriculture; Veterinary Medicine.

Università di Modena

Law; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy.

Università di Napoli

Law; Economics and Commerce; Letters and Philosophy; Medicine and Surgery;Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Architecture; Agriculture; Veterinary Medicine.

Università di Padova

Law; Political Science; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Agriculture.

Università di Palermo

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Agriculture; Architecture.

Università di Parma

Law; Economics and Commerce; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Veterinary Medicine; Special School in Musical Paleography.

Università di Pavia

Law; Political Science; Economics and Commerce; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy.

Università di Perugia

Law; Political Science; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Agriculture; Veterinary Medicine.

Università di Pisa

Law; Economics and Commerce; Letters and Philosophy; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering; Agriculture; Veterinary Medicine.

Università di Roma

Law; Political Science; Mathematical Science; Statistical Demography; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Physics and Natural Science; Pharmacy; Engineering; Architecture; School of Aeronautical Engineering; Special School of Archives and Library Studies.

Università di Sassari

Law; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Veterinary Medicine; Agriculture.

Università di Siena

Law; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy.

Università di Torino

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Agriculture; Veterinary Medicine.

Università di Trieste

Law; Economics and Commerce; Letters and Philosophy; Education; Medicine and Surgery; Mathematical Science; Physics and Natural Science; Pharmacy; Engineering.

## State Institutes of Higher Learning and Faculties

**Politecnico di Milano**

Engineering; Architecture.

**Politecnico di Torino**

Engineering; Architecture; School of Aeronautical Engineering.

**Istituto universitario di economia e commercio e di lingue e letterature straniere di Venezia**

Economics and Commerce; Language and Foreign Literature.

**Istituto universitario di architettura di Venezia**

Architecture.

**Istituto universitario orientale di Napoli**

**Istituto universitario navale di Napoli**

**Scuola normale superiore (Collegio universitario) di Pisa**

## Liberi (Private) Universities and Institutes of Higher Learning and Faculties

**Università dell'Aquila**

Education; Mathematical Science; Physics and Natural Science.

**Università abruzzese di Chieti**

Law; Economics and Commerce; Letters and Philosophy.

Università cattolica del di Milano

Law; Political Science; Economics and Commerce; Letters and Philosophy; Medicine and Surgery; Education; Agriculture.

Università di economia e commercio di Milano

Economics and Commerce.

Università di Urbino

Law; Economics and Commerce; Letters and Philosophy; Education; Pharmacy.

APPENDIX B

| | |
|---|---|
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